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91st Congress 1st Session SENATE

Report No. 91–582

FEDERAL PAY LEGISLATION

DECEMBER 8, 1969.—Ordered to be printed

Mr. McGee, from the Committee on Post Office and Civil Service, submitted the following

REPORT

[To accompany H.R. 13000]

The Committee on Post Office and Civil Service, to which was referred the bill (H.R. 1300) to implement the Federal employee pay comparability system, to establish a Federal Employee Salary Commission, and a Board of Arbitration, and for other purposes, having considered the, reports favorably thereon with amendments and recommends that the bill as amended do pass.

THE PAY SITUATION FOR FEDERAL EMPLOYEES

In 1962, Congress enacted the Federal Salary Reform Act, establishing the principle that Federal salaries shall annually be adjusted to conform to pay rates for similar levels of responsibility and job characteristics found in private enterprise. This principle was a significant departure from the policy which had governed Federal salary changes for many years. It was based on the theory that to recruit and retain the best people available in the labor market, the Federal Government must pay comparable salaries and provide comparable fringe benefit programs with private industry.

comparable fringe benefit programs with private industry.

Each year the Bureau of Labor Statistics conducts a survey between May and September to determine what salaries are being paid in the private sector of the economy. After the survey has been completed, the Civil Service Commission, or such other agency as the President may direct, evaluates the data gathered and reports to the President on what comparability rates should be paid Federal employees. The President subsequently reports to the Congress his recommendations for pay adjustments. In each year since the 1962 act, through 1967, the recommendations of the President were in the form of proposed legislation. In 1967, the Federal Employees Salary Act authorized the President to make pay adjustments by Executive order to close the gap

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between Federal and private enterprise pay rates. In July 1968 and July 1969, this was done, and currently Federal pay rates are as nearly comparable to those in private enterprise as the present pay-adjustment procedure permits. An exception exists above GS-15, where comparability is not sought. However, the Federal pay schedules in effect today are based on a survey directly related to private enterprise pay as of June 1968—18 months ago. The July 1969 adjustment made by the President under Executive Order 11474 increased Federal salaries by an average of 9.1 percent for the general schedule and 4.7 percent for the postal field service schedule. This increase finally brought about pay comparability first promised in Public Law 87-793.

The Bureau of Labor Statistics' survey of private enterprise salaries for 1969, recently completed, indicates that salaries in the private sector of the economy between June 1968 and June 1969, have risen an average of 5.8 percent. During the same period of time, the Consumer Price Index rose 7.4 percent from June 1968 to October, 1969, also the most recent data available. Thus, even in the private sector of the economy, inflation has adversely affected the purchasing power of employees; but it has had an even greater impact upon the purchasing power of Federal employees, whose salaries are a year-and-a-half behind the times.

THE TIME LAG PROBLEM

Ever since the enactment of the 1962 statute, there has been a significant clapse of time between the Bureau of Labor Statistics' comparability survey and the effective date of new salary rates based on that survey. In 1964 and 1967, the committee made pay adjustments retroactive by 2 months; but retroactive pay is not always appropriate and does not, in any event, resolve the basic time lag problem. The President's recommendations for pay adjustments in 1970, for instance, will under existing law require the enactment of legislation in order to become effective. Assuming that a new statute is enacted making his recommendations effective July 1, 1970, the rates of pay would be exactly 12 months out of date.

It does take time to gather and evaluate statistical data on pay comparability, but it is unfair to Federal employees to penalize them by this delay and it certainly does not fulfill the policy of comparability. So long as prices and wages remained ralatively stable, the impact of the time lag was not as significant as it has become in the past 2 years. But in the current economic situation, with wholesale and retail prices increasing at annual rates far in excess of anything approaching stability, the time lag has an extermely adverse effect. This is particularly evident in the case of employees in the lower levels of pay. Purchasing power for the letter carrier, the postal clerk, or the rank-and-file civil service employee declines with every Price Index Report. In addition, recent changes in the Civil Service Retirement Act made by Public Law 91-93, and recent increases in the cost of almost all hospitalization and medical insurance plans carried by Federal employees will further reduce take-home pay as of January 1. 1970. On that day the deduction from the gross annual pay of all employees for civil service retirement will be increased by one-half of 1 percent and the hospital insurance premium for the most popular plan will go up from \$316.16 to \$353.34 a year.

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The average postal employee (letter carrier or clerk) is in PFS-5, step 4, paid a basic annual salary of \$6,794. His biweekly paycheck is \$261.60. If he is married, has two children, and participates in retirement and the most popular insurance plan available to him, his take-home pay is \$206.61 every 2 weeks. Because of increase deductions in insurance and retirement, his biweekly take-home pay in January will drop to \$203.36. At the same time, the purchasing power of his dollar will have continued to decline based on current Consumer Price Index indications.

The committee believes that Federal employees should not suffer another decrease in their take-home pay as a result of changes in deductions at a time when costs continue to increase. The effect of the bill recommended in H.R. 13000 as amended by the committee would be to prevent the drop in take-home pay just described, and instead provide that the same letter carrier or postal clerk have a take-home check that will permit him a barely discernible increase in buying power—certainly justified on the basis of comparability with

private enterprise and the rising costs of living.

The committee recommendation will mean that the average clerk or carrier will have a take-home pay of \$211.26 every 2 weeks rather than \$203.36, the result of the January deduction increases if no pay increase is enacted. The result is a salary boost of \$7.90 every 2 weeks, or just under 10 cents an hour.

THE COMMITTEE RECOMMENDATION

The committee recommends that Federal employees in all executive agencies, up through GS-15 or its equivalent, receive a pay increase effective January 1, 1970, by a decreasing percentage, beginning with 4 percent for employees in pay grades the initial rate of which is now less than \$10,000; 3 percent for employees in grades between \$10,000 and \$15,000; 2 percent for employees in grades between \$15,000 and \$20,000; and 1 percent for employees in grade GS-15 and its equivalent in other pay systems. The committee recommends that there be no pay increase for employees above GS-15 or its equivalent in other systems; and that there be no pay increase for employees of the Congress, most of whose salaries can be adjusted by administrative action.

The committee has taken into account the very stringent necessity for fiscal responsibility at the present time. The efforts of the present administration to control inflation include the very strong suggestion that Federal salaries remain at their present levels. Recognizing the necessity for prudence, the Committee has eliminated provisions of the bill, as referred from the House of Representatives, for any pay adjustment other than a "bare bones" minimum adjustment for employees who are most seriously affected by inflation. The House recommendation for a permanent commission on salary adjustments has been deleted, and no changes in existing law relating to pay other than the statutory schedules are included. The corrections of other pay inequities will be deferred for later consideration. The necessity for establishing an independent commission to consider pay adjustments, with previous for binding actilement if previously the previous for binding actilement if previously the previously for binding actilement if the previously for binding actilement if the previously for binding actilement if the previously for the pay in the pay i with provisions for binding settlement if agreement cannot be reached, will also be considered at a later date.

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JULY 1970 INCREASE

In order to avoid the necessity of enacting another pay bill in 1970, the committee recommends an extension of the authority given the President in the 1967 salary legislation to make pay increases on the basis of the 1969 comparability, effective July 1, 1970. To insure that employees play a fair role in evaluating the comparability system data, the committee recommends that union representatives be permitted to participate in the evaluation of such data by the Civil Service Commission or whatever other agency the President, under law, may direct to evaluate comparability data. The Commission is directed to consult and give full and fair consideration to the suggestions and recommendations of these employee representatives, and to provide adequate means for these representatives to express differing viewpoints in the report on comparability.

The committee believes that it cannot do more than it has done to strike a fair and completely justifiable balance between the needs of our employees and necessity to hold Federal spending to a reasonable,

noninflationary level.

PUBLIC HEARINGS

The committee has held 3 days of public hearings on H.R. 13000 and related legislation on September 22, October 1, and October 2, 1969.

Cost

The committee estimates that the enactment of H.R. 13000 as amended by the committee will cost approximately \$360 million in fiscal year 1970 for all civilian employees covered by the legislation. Beginning in fiscal year 1971, the annual cost is estimated at approximately \$720 million. The civilian payroll of the Federal Government at the present time is approximately \$21.5 billion a year, excluding blue-collar employees whose salaries are not adjusted by the Congress.

CHANGES IN EXISTING LAW

In compliance with subsection 4 of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill as reported are shown as follows (existing law in which no change is proposed is shown in roman; existing law proposed to be omitted is enclosed in black brackets; new matter is shown in italic):

I. Title 5, United States Code

CHAPTER 53

SUBCHAPTER 1-PAY COMPARABILITY SYSTEM

§ 5301. Policy

It is the policy of Congress that Federal pay fixing be based on the principles that-

(1) there be equal pay for substantially equal work, and pay distinctions be maintained in keeping with work and performance distinctions; and

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(2) Federal pay rates be comparable with private enterprise

pay rates for the same levels of work. Pay levels for the several Federal statutory pay systems shall be interrelated, and pay levels shall be set and adjusted in accordance with these principles.

§ 5302. Annual reports on pay comparability

In order to carry out the policy stated by section 5301 of this title,

the President shall-

(1) direct such agency as he considers appropriate, to prepare and submit to him annually a report which compares the rates of pay fixed by statute for employees with the rates of pay paid for the same levels of work in private enterprise as determined on the basis of appropriate annual surveys conducted by the Bureau of

Labor Statistics; [and]
[(2) after seeking the views of such employee organizations as he considers appropriate and in such manner as he may provide,

report annually to Congress—

(A) this comparison of Federal and private enterprise

pay rates; and

(B) such recommendations for revision of statutory pay

schedules, pay structures, and pay policy, as he considers advisable.

(2) appoint 4 representatives of organizations of employees of the Government of the United States, including 2 representatives of organizations of employees in the postal field service of the Post Office Department, to participate directly in all phases of evaluating data relating to pay comparability, and in the preparation and presentation of the report to the President; and

(3) present each year to the Congress a report on the comparison of Federal pay to private enterprise pay, and shall include in his report his recommendations for changes in the rates of pay or changes in salary structure, alinement, or other characteristics of Federal pay as he deems to be in compliance with the provisions of section 5301

of this title.

SUBCHAPTER III—GENERAL SCHEDULE PAY RATES

§ 5331. Definitions; application

(a) For the purpose of this subchapter, "agency", "employee", "position", "class", and "grade" have the meanings given them by section 5102 of this title.

(b) This subchapter applies to employees and positions to which chapter 51 of this title applies.

§ 5332. The General Schedule

(a) The General Schedule, the symbol for which is "GS", is the basic pay schedule for positions to which this subchapter applies. Each employee to whom this subchapter applies is entitled to basic pay in accordance with the General Schedule.

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Cerade	Annual rates and steps										
	. 1	2	3	4	5	8	7	8	9	10	
G8-I	\$3,880	\$4,019	84, 149	\$4,279	84, 408	\$4,538	\$4,068	\$4,798	\$4,928	\$5, 05	
G8-2	4, 360	4, 505		4.795	4,940	5.085	5, 230		5, 520	5,66	
GS-3	4, 917	5, 081	5, 245	5,409	5, 573		5, 901	6, 065	6, 229	6, 39	
GS 4.	5, 552	5, 706	5, 8tm	6, 074	6, 258	6,442	6, 626	6,810	6, 994	7, 17	
GS 5	6, 176	6, 382	6,588	6,794	7,000	7, 206	7,412	7,618	7, 824	8, 03	
GS-6	6,882	7, 111	7, 340	7, 569	7, 798	8, 027	8, 256	8, 485	8,714	8, 94	
GS-7.	7,63%	7,894	9, 149	8,404	8, 659	8,914	9, 169	9, 424	9, 679	9, 93	
GS-8	8, 444	8,731	9, 013	9, 295	9, 577	9,859	10, 141	10, 423	10,705	10, 98	
68.9	9, 320	9,631	9,942	10, 253	10, 564	10, 875	11, 186	11,497	11,808	12, 11	
GS 10	10, 252	10, 594	10, 936	11, 278	11, 620	11,962	12, 304	12.046	12,988	13, 33	
G8-11	11, 233	11,607	11,981	12, 355	12,729	13, 103	13,477	18, 851	14, 225	14, 59	
GS-12	13, 35	13, 835	14, 281	14,727	15, 173	15, 619	16, 065	16, 511	16, 957	17,40	
GS-13	15, 812	16, 339	16, 806	17.393	17, 920	: 18, 447	18,974	19, 501	20,028	20, 55	
GS-14	IN, 531	19, 149	10, 767	20, 385	21, 003	21,621	22, 239	22, 357	23,475	24, 00	
GS-15	21, 589	22, 300	23, 020	23, 749	24, 469	25, 189	25, 900	26, 629	27, 349	28, 06	
GS-16.	25, 044	26,879		27, 549	28, 344	29, 219	30, 054	30, 889	31,724	-	
G8-17	28, 976	29, 942	30, 9 0 %	31, 874	32, 840	: 	:	l !	i. .		

Grade	:	Annual rules and steps										
	i I	2 3	4		я	7	8	9	10			
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GS-1	\$4.045	\$4, 180 \$4, 315	: \$4,450	\$4,585	\$4,720	\$4.855	14,990	\$5.125	\$5,260			
178-2	4.534			4, 138	5, 289	5, 110	8, 591	5.742	5, 895			
1.8-3	5.116			5.795		6, 135	6.305	6, 475	8,645			
GN-4	5.744			6.018	6.699	6,890	7.081	7, 272	7, 163			
GS-5	6, 484			7. 230		7.708	7,982	8.136	8.350			
$GS\!\!-\!\!G$	7,155			8.111	8.350	8.589	8.828	9.067	9,306			
GN-7	7,945			9,006	9,270	9, 535	9.800	10.065	10, 530			
GN-N	3,788			9.900	10.253	10.546	10.839	11.132	11,485			
GS-9	9,694			10.936		11.632	11.955	12.878	12,601			
GS 10	10, 50 0			11,968	12.320	12.672	13.084	13.376	13,728			
GS II.	11,568			13, 112	13, 498	13.884	14. 270	14.656	15,042			
GS 12	13,789			15,629	16,089	16.549	17,000	17,409	17, 929			
GS-13,	16, 187	16,666 17,203		18, 279	18, 817	19.355	19,893	20.131				
GN 14	18, 903				28,053		23.313	23,943	20,969			
GN-15	21,805			21, 423					24,573			
				24,713	25, 440	26, 167	26, 894	27,621	28, 348			
GS-18	25.044			28, 334	2 9, 219	30,054	30, 389	31,724	• • • • • • •			
GS 47	₹X, 97 6		31,874	35, 840	• - · · · •	 -	}					
GS-18	33, 495						1					

II. Title 38, United States Code

§ 4107. Grades and pay scales

Section 4103 Schedule

Assistant Chief Medical Director, \$33,495. Medical Director, \$28,976 minimum to \$32,840 maximum.

Director of Nursing Service, \$21,589 minimum to \$28,069 maximum. Director of Chaplain Service, \$21,589 minimum to \$28,069 maximum. Chief Pharmacist, \$21,589 minimum to \$28,069 maximum. Chief Dietitian, \$21,589 minimum to \$28,069 maximum.

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Physician and Dentist Schedule

Director grade, \$25,044 minimum to \$31,724 maximum. Executive grade, \$23,273 minimum to \$30,257 maximum. Chief grade, \$21,589 minimum to \$28,069 maximum. Senior grade, \$18,531 minimum to \$24,093 maximum. Intermediate grade, \$15,812 minimum to \$20,555 maximum. Full grade, \$13,389 minimum to \$17,403 maximum. Associate grade, \$11,233 minimum to \$14,599 maximum.

Nurse Schedule

Assistant Director grade, \$18,531 minimum to \$24,093 maximum. Chief grade, \$15,812 minimum to \$20,555 maximum. Senior grade, \$13,389 minimum to \$17,403 maximum. Intermediate grade, \$11,233 minimum to \$14,599 maximum. Full grade, \$9,320 minimum to \$12,119 maximum. Associate grade, \$8,037 minimum to \$10,449 maximum. Junior grade, \$6,882 minimum to \$8,943 maximum.

Section 4103 Schedule

Assistant Chief Medical Director, \$33,495.
Medical Director, \$28,976 minimum to \$32,840 maximum.
Director of Nursing Service, \$21,805 minimum to \$28,348 maximum.
Director of Chaplain Service, \$21,805 minimum to \$28,348 maximum.
Chief Pharmacist, \$21,805 minimum to \$28,348 maximum.
Chief Dietitian, \$21,805 minimum to \$28,348 maximum.
(b)(1) The grades and per annum full-pay ranges for positions provided in paragraph (1) of section 4104 of this title shall be as follows:

Physician and Dentist Schedule

Director grade, \$25,044 minimum to \$31,724 maximum. Executive grade, \$23,273 minimum to \$30,257 maximum. Chief grade, \$21,805 minimum to \$28,348 maximum. Senior grade, \$18,903 minimum to \$24,573 maximum. Intermediate grade, \$16,127 minimum to \$20,969 maximum. Full grade, \$13,789 minimum to \$17,929 maximum. Associate grade, \$11,568 minimum to \$15,042 maximum.

Nurse Schedule

Assistant Director grade, \$18,903 minimum to \$24,573 maximum. Chief grade, \$16,127 minimum to \$20,969 maximum. Senior grade, \$13,789 minimum to \$17,929 maximum. Intermediate grade, \$11,568 minimum to \$15,042 maximum. Full grade, \$9,694 minimum to \$12,601 maximum. Associate grade, \$8,358 minimum to \$10,869 maximum. Junior grade, \$7,155 minimum to \$9,306 maximum.

III. Title 39, United States Code

CHAPTER 35

§ 3542. Postal Field Service Schedule

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						Annu	al rates	and step	X 5				
Level		t	2	3	4	5	6	7	8	9	10	11	12
PFS-1		\$4, 522	\$4, 873	\$4, 824	\$4, 1175	\$5, 126	\$5, 277	\$5, 428	\$5.579	\$5, 730	55, 881	\$6, 032	\$6, 18
PFS 2		4, 889	5, 052	5, 215	5, 378	5, 541			6,03€		6, 356		6.68
		5, 286	5, 462	5, 638		5, 990			6, 518	6, 694	6, 870		7, 22
PFS 4	'	5, 715		6, 095	6, 285	6, 475	6, 665	6, 855.	7,045	7, 235	7, 425		7.80
PFS-5	1	6, 176	6, 382	6, 588,	6, 7:14	7,000	7, 206	7,412	7, 618	. 824	8, 030	8, 236	8, 44
PFS 6		6, 675	6, 898	7, 121		7, 567			8, 236	8, 45!	8, 682	8, 905	9, 12
PFS 7		7, 216		7, 698		8, 180			8, 903	9, 144	9, 385		9.86
PFS 8		7, 802		8, 322		8, 842	9, 102]		9, 622	9, 882	10, 142	10, 402	<u></u>
PFS 9	-	×. 434		K, 996		9, 558			10, 401	10,682	10, 963		
PFS 10		9, 101	9, 404	9, 707		10, 313			11, 222	11, 525			
PFS 11		10, 110	10, 447	10, 784			11, 795	12, 132	12, 469				
		11, 233							13, 851		14, 599		
PFS 13 PFS 14		12, 478		13, 310,	13, 726	14, 142	14, 588		15, 390	15, 806			
PFS 15		13, 864			15, 250	15, 712	16, 174	16, 636	17, 098	17, 560		,	
PFS 16		15, 404		16, 430		17, 400	17, 909.		18, 995	19, 508		• • • • • • • • • • • • • • • • • • • •	
PFS 17		17. 114 19. 011		10, 205	18, 824	10, 594	19, 964	24, 534	21, 104	21,674	22, 244	<u></u> ,	
PFS-18	i	21, 122		20, 279			22, 181		23, 449	24, 083			
PFS 19		23, 487		25, 031	23, 234	20, 006	24, 642	25, 346	26, 050;	26.754	27, 458	• • • · · · · ,	-
PFS 20		26, 071		20, 001	20,010,	21, 333	20, 410	31, 285	28, 941	29, 128	30, 505		
PFS 21				27,000	31, 874				02, 101;				

POSTAL.	FIELD	SERVICE	SCHEDULE

	1				
PFS	1 2	5 1 4	8 1 6 1	7 8 9	10 11 . 12
	#1.708 #1.80	7 \$5,017 \$8,174	85.531 85.188 8	5 616 25 802 25 950	#G 11G #G #78 #6 53
.,					
					\$0,505
	. 88.976 29,941	: 30,908 \$1,874 .	52,840		

					-											
							Ατ	กน	d rate	s and	steps					
	· ·	1	2	3		4	. 5	 !	6 1	7	8	. 4		10	11	12
Fixed compensation	\$2,	746	\$2, 932	\$3,0	78 S	3, 224	\$3, 3	70.	3, 516	\$3, 66 2	\$3, 80	\$3,	354	\$4, 100	84, 246	\$4, 39
For each mile up to 30 miles of route		103	105	10	07	109	1	11:	113	115	111	7	119	121	123	12
For each mole of route over 30.	i .i	45	25	. :	25	25	i.	26	25	25	2	5	25	25	25	. 2

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RURAL	CARRIER	SCHEDULI

					Per ar	ınum 1	ates an	d steps				
a - p-4	1	2	3	4	5	6	7	8	9	10	11	12
Fixed compensation For each mile up to 80	\$2, 914	\$3,068	\$3, 222	\$3, 376	\$3,630	\$3,684	\$3,838	\$3,992	\$4,146	\$4,300	\$4, 454	\$4,608
miles of route For each mile of route over	107	109	111	113	116	117	119	121	123	125	127	129
80	25	25	25	25	25	25	25	25	25	25	25	25

IV. Foreign Service Act of 1946

(22 USC 867, 870(a))

Section 412

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Class 1 Class 2 Class 3 Class 4 Class 4 Class 6 Class 6 Class 7 Class 8	\$31,705 24,867 19,903 16,127 13,233 10,928 9,272 7,945	\$32,762 25,696 20,566 16,665 13,674 11,292 9,581 8,210	\$33, 495 26, 525 21, 229 17, 203 14, 115 11, 656 9, 890 8, 475	\$27,354 21,893 17,741 14,556 12,020 10,199 8,740	\$28, 183 22, 555 18, 279 14, 997 12, 384 10, 508 9, 005	\$29,012 23,218 18,817 15,438 12,748 10,817 9,270	\$29,841 23,881 19,355 15,879 18,112 11,126 9,535

SEC. 415.

Class 1 \$19,704 \$20,361 \$21,018 \$21,677 Class 2 15,812 16,339 16,866 17,395 Class 3 12,848 13,276 13,704 14,132 Class 4 10,608 10,962 11,316 11,516 Class 5 9,517 9,834 10,151 10,468 Class 6 8,536 8,820 9,104 9,388 Class 7 7,655 7,910 9,104 9,388 Class 7 7,655 7,704 8,165 8,420 Class 9 6,865 7,094 7,322 7,552 Class 9 6,168 6,363 6,568 6,756 Class 10 5,522 5,706 5,890 6,074	14, 560 14, 988 12, 024 12, 378 10, 785 11, 102 9, 672 9, 956 8, 675 8, 930 7, 781 8, 010	\$23, 646 18, 974 15, 416 12, 732 11, 419 10, 240 9, 185 8, 239 7, 388 6, 626	\$24, 303 19, 501 15, 844 13, 086 11, 736 10, 524 9, 440 8, 468 7, 593 6, 810	\$24, 960 20, 028 16, 272 13, 440 12, 053 10, 808 9, 695 8, 697 7, 798 6, 994	\$25, 617 20, 555 16, 700 13, 794 12, 370 11, 092 9, 950 8, 926 8, 003 7, 178
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		Class 2. Class 3. Class 4. Class 6. Class 6. Class 7. Class 7. Class 8. Class 9.	16, 127 13, 233 10, 928 9, 801 8, 876 7, 962 7, 140 6, 405	16,665 13,674 11,292 10,128 9,172 8,227 7,378 6,618	17, 203 14, 115 11, 656 10, 455 9, 468 8, 492 7, 616 6, 831	17,741 14,556 12,020 10,782 9,764 8,757 7,854 7,044	18, 279 14, 997 12, 384 11, 109 10, 060 9, 022 8, 092 7, 257	18,817 16,438 12,748 11,436 10,356 9,287 8,330 7,470	19,855 15,879 13,112 11,763 10,652 9,552 8,568 7,683	19,893 16,320 13,476 12,090 10,948 9,817 8,800 7,896	20, 431 16, 761 13, 840 12, 417 11, 244 10, 082 9, 044 8, 109	20,969 17,202 14,204 12,744 11,540 10,347 9,282 8,322	